

Message Text

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ACTION EUR-25

INFO OCT-01 IO-14 ISO-00 SCA-01 CPR-02 CIAE-00 PM-07

INR-10 L-03 NEA-10 NSAE-00 PA-04 RSC-01 PRS-01 SPC-03

USIA-15 TRSE-00 SAJ-01 SS-20 NSC-07 DODE-00 NIC-01

ACDA-19 DRC-01 /146 W
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FM AMEMBASSY MOSCOW

TO SECSTATE WASHDC 6722

INFO USMISSION GENEVA

AMCONSUL LENINGRAD

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C O N F I D E N T I A L MOSCOW 3315

GENEVA FOR USDEL CSCE

E.O. 11652 GDS

TAGS: PFOR, NATO, UR

SUBJ: SOVIET REDUCTION OF TRAVEL CONTROLS

REF: A. USNATO 1210; B. MOSCOW 12658

1. EMBASSY OFFERS FOLLOWING COMMENTS ON VIEWS ABOUT
SOVIET TRAVEL REVISION EXPRESSED AT MARCH 5 NATO
POLADS MEETING (REF A).

2. ALTHOUGH WE HAVE HAD OCCASIONAL DISCUSSIONS WITH
VARIOUS NATO EMBASSIES ON THIS SUBJECT, AND ALTHOUGH
WE UNDERSTAND THAT EC EMBASSIES HAVE DISCUSSED IT,
THERE HAVE BEEN (CONTRARY TO BELGIAN REP'S ASSERTION)
NO RPT NO NATO-WIDE DISCUSSION IN MOSCOW.

3. EMBASSY DISAGREES WITH NORWEGIAN POSITION (PARA 3,
REF A), SHARED BY SOME OTHER REPS, SUGGESTING THAT WE
WAIT AND SEE HOW NEW SOVIET REGULATIONS ARE IMPLEMENTED
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BEFORE RECIPROCATING. AS ARGUED IN REF B, WE FAVOR

GOING BACK TO SOVIETS WITH COUNTERPROPOSAL FOR MUCH WIDER LIBERALIZATION BEFORE RECIPROCATING. HOWEVER, SHOULD DEPARTMENT NOT AUTHORIZE SUCH APPROACH OR SHOULD SOVIETS RESPOND NEGATIVELY TO IT (AS WE WOULD EXPECT), EMBASSY BELIEVES U.S. RECIPROCAL RELAXATION MEASURES SHOULD ENTER INTO FORCE APRIL 5, FOR FOLLOWING REASONS:

A. IT IS IN OUR INTEREST TO SHIFT SOVIETS AWAY FROM "NON-DISCRIMINATORY" APPROACH TO RECIPROCAL APPROACH. THIS REQUIRES THAT LIBERALIZED SOVIET REGULATIONS BE MATCHED SIMULTANEOUSLY BY LIBERALIZED U.S. REGULATIONS. IF SOVIET IMPLEMENTATION OF NEW REGIME IS HARSH (PERHAPS TO POINT OF VITIATING LIBERALIZATION), OUR REMEDY, AS HAS ALWAYS BEEN CASE IN THE PAST, LIES IN RECIPROCATING WITH SIMILARLY HARSH APPLICATION IN WASHINGTON.

B. IT WOULD TAKE MONTHS TO ACQUIRE CLEAR PICTURE OF HOW SOVIETS INTEND TO APPLY NEW REGS, AND EVEN THEN APPLICATION WOULD BE, AS IT HAS BEEN IN THE PAST, SUBJECT TO FLUCTUATION AND SUDDEN CHANGE.

C. WE DO NOT RPT NOT WISH TO BE, DURING TIME IT WOULD TAKE TO EVALUATE SOVIET PERFORMANCE, VULNERABLE TO SOVIET CLAIM THAT USSR IS NOW MORE LIBERAL AND FORTHCOMING ON TRAVEL MATTERS THAN U.S.

D. WE BELIEVE THE SOVIET STEP, WHILE LIMITED, IS NEVERTHELESS SUFFICIENTLY POSITIVE TO WARRANT PROMPT RECIPROCITY, WHICH COULD ENCOURAGE OTHER SMALL STEPS IN THE FUTURE. IN PARTICULAR, WE WOULD EMPHASIZE THE FACT THAT MANY AREAS, HITHERTO DE FACTO CLOSED, ARE NOW OPEN TO AMBASSADORS (PARA 6A, REF B).

4. EMBASSY WOULD THINK THAT ARGUMENTATION ABOVE IS EQUALLY APPLICABLE TO SITUATIONS OF MOST OTHER NATO COUNTRIES.

5. WE HAVE JUST RECEIVED PAPER FROM BRITISH AMBASSADOR WHICH HE OFFERED AS BASIS FOR DISCUSSION BY QUADRIPARTITE POL COUNSELORS (U.S., UK, FRG, FRANCE) IN CONFIDENTIAL

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MOSCOW. TEST SEPTEL. WHILE EMBASSY DOES NOT AGREE WITH ALL OF ARGUMENTATION, THE PROPOSED ACTIONS ACCORD WITH OUR OWN RECOMMENDATIONS. IN VIEW DESIRE OF OUR NATO COLLEAGUES FOR CONSULTATIONS, WE WOULD APPRECIATE DEPARTMENT'S COMMENTS ON OUR PREVIOUS RECOMMENDATIONS. WE NOTE THAT DEPARTMENT SPOKESMAN HAS INDICATED U.S. WILL RECIPROCATE. STOESSEL

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